DOCUMENT RESUME

ED 278 470 PS 016 225

| | |
|---|---|
| AUTHOR | Gnezda, Terry; Robison, Susan |
| TITLE | State Approaches to Early Childhood Education. |
| INSTITUTION | National Conference of State Legislatures, Denver, CO. |
| PUB DATE | Oct 86 |
| NOTE | 18p. |
| AVAILABLE FROM | National Conference of State Legislatures, 1050 17th Street, Suite 2100, Denver, CO 80265 ($5.00; 10% discount on orders of 10 or more copies). |
| PUB TYPE | Reports - Research/Technical (143) |
| JOURNAL CIT | State Legislative Report; v11 n14 Oct 1986 |
| EDRS PRICE | MF01 Plus Postage. PC Not Available from EDRS. |
| DESCRIPTORS | *Educational Finance; *Educational Legislation; *Educational Policy; *Preschool Education; *Program Development; Standards; *State Programs |
| IDENTIFIERS | California; District of Columbia; Florida; Illinois; Louisiana; Maine; Maryland; Massachusetts; Michigan; New Jersey; New York; Ohio; Oklahoma; Pennsylvania; *Program Characteristics; South Carolina; Texas; Washington |

ABSTRACT

This legislative report presents the findings of a 1986 telephone survey of states that have enacted state-funded pre-kindergarten early childhood education programs. The survey was designed to collect data related to the legislative authority, intent, and oversight of the early childhood education programs and to gain information on the characteristics of program implementation. Among the implementation factors included in the survey were administrative structure, funding mechanisms and levels, mandated program components, and teacher qualifications. In addition to the District of Columbia, the states surveyed were: California, Florida, Illinois, Louisiana, Maine, Maryland, Massachusetts, Michigan, New Jersey, New York, Ohio, Oklahoma, Pennsysvania, South Carolina, Texas, and Washington. At the time the survey was conducted, the extent of implementation of early childhood education programs varied considerably by state. A chart of the findings is appended along with a table indicating the variation in program implementation across states. (RH)

**********
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
**********

# STATE LEGISLATIVE REPORT

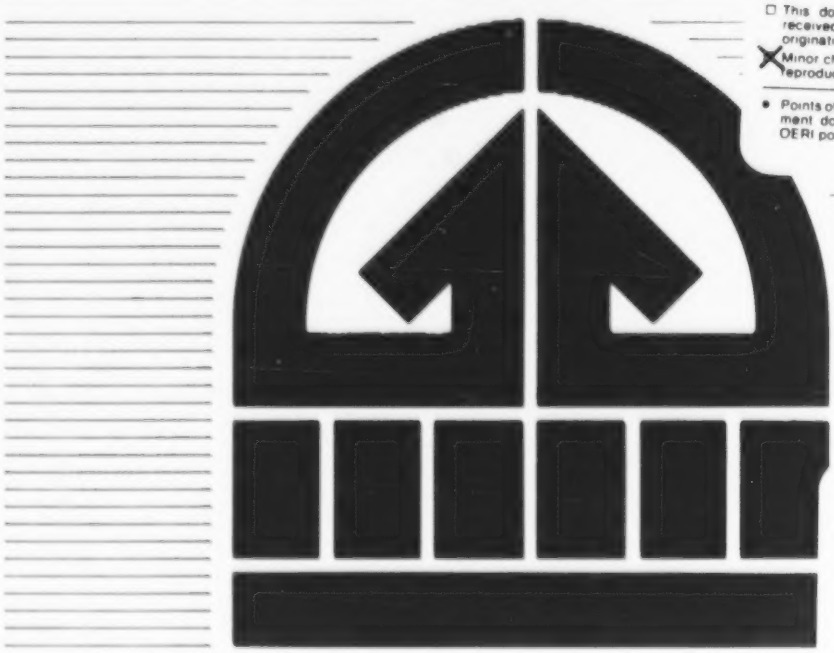
ED278470

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.

☒ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.



"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

Annette C. Pituch

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

PS 016225

## STATE APPROACHES TO EARLY CHILDHOOD EDUCATION

by

Terry Gnezda
Research Associate

Susan Robison
Senior Research Analyst

Volume 11, No. 14

October 1986

An Information Service of the National Conference of State Legislatures
1050 17th Street, Suite 2100, Denver, Colorado 80265. Earl S. Mackey, Executive Director

STATE LEGISLATIVE REPORT

"Potential Private Revenue and Public Benefits from Alternative Agriculture"
(Vol. 11, No. 4) (ISBN 1-55516-160-X) April 1986

"Mental Health Services Coordination: Working Towards Utopia"
(Vol. 11, No. 5) (ISBN 1-55516-161-8) May 1986

"Controlling Liability Insurance Costs: State Initiatives in the Area of Insurance Regulation"
(Vol. 11, No. 6) (ISBN 1-55516-162-6) May 1986

"Mental Health Services for Children and Youth: Strengthening the Promise of the Future"
(Vol. 11, No. 7) (ISBN 1-55516-163-4) June 1986

"Community Care for the Chronically Mentally Ill: Removing Barriers and Building Supports"
(Vol. 11, No. 8) (ISBN 1-55516-164-2) June 1986

"Housing for the Mentally Ill: A Place Called Home"
(Vol. 11, No. 9) (ISBN 1-55516-165-0) July 1986

"Mandated Mental Health Insurance: A Complex Case of Pros and Cons"
(Vol. 11, No. 10) (ISBN 1-55516-166-9) July 1986

"Making Ends Meet: Maximizing the Mental Health Dollar"
(Vol. 11, No. 11) (ISBN 1-55516-167-7) July 1986

"Rail Transport of Spent Fuel and High-Level Waste"
(Vol. 11, No. 12) (ISBN 1-55516-168-5) August 1986

"The Mentally Ill Offender: Punishment or Treatment?"
(Vol. 11, No. 13) (ISBN 1-55516-169-3) August 1986

"State Approaches to Early Childhood Education"
(Vol. 11, No. 14) (ISBN 1-55516-170-7) October 1986

STATE LEGISLATIVE REPORT is published 12 to 18 times. It is distributed without charge to legislative leaders, council and research directors, legislative librarians, and selected groups for each issue. For further information on STATE LEGISLATIVE REPORT or to obtain copies, contact the NCSL Marketing Department in Denver at 303/623-7800.

## STATE APPROACHES TO EARLY CHILDHOOD EDUCATION

### INTRODUCTION

Legislative interest in establishing early childhood education programs for 3- and 4-year-old children has gained momentum across the country. Much of the impetus for developing these programs has come from research that suggests that high quality early childhood programs for "at-risk" children can have long-term benefits both for the child and for society.

This State Legislative Report presents the findings of an NCSL telephone survey that was conducted between April and May 1986, of 16 states and the District of Columbia that have enacted state funded pre-kindergarten early childhood education programs. States included in the sample met the following criteria:

- The primary purpose of the early childhood programs is to provide enriching educational experiences for pre-kindergarten children (not to provide day care for working parents, to focus on parent education, nor to provide early intervention services to handicapped children);
- The programs are designed for groups of children and are located in public schools or other settings and some programs included in-home components; and
- The programs receive state money (funding may be total state or a combination of state, local and federal).

The survey was designed to collect data related to the legislative authority, intent and oversight of the early childhood education programs and to gain information on the characteristics of program implementation. Among the implementation factors included in the survey were administrative structure, funding mechanisms and levels, mandated program components and teacher qualifications. Appendix A presents a matrix comparing all the states surveyed on the major factors included in this report.

In addition to the District of Columbia, the states surveyed were: California, Florida, Illinois, Louisiana, Maine, Maryland, Massachusetts, Michigan, New Jersey, New York, Ohio, Oklahoma, Pennsylvania, South Carolina, Texas and Washington.

At the time this survey was conducted, the extent of implementation of early childhood education programs varied considerably by state (see Appendix B). In states that fund pilot programs, implementation was limited to very few programs, for example, three programs in Ohio and eight programs in Florida. More extensive implementation was characteristic of other states. California's programs served approximately 19,000 children, while Louisiana's programs included 50 classes in 37 of its 66 school districts. In Texas, where all school districts with 15 or more "at-risk" children must offer these programs, 405 programs were funded serving between 34,000 and 35,000 children. Early childhood education programs were also located in all 120 of the District of Columbia's schools, and New Jersey had programs in 93 school districts.

## BACKGROUND

Early childhood education experienced substantial growth during the past 20 years with nationwide enrollment of 3- and 4-year-olds in child development programs nearly doubling from 1970 to 1983 (1). Several factors influenced this growth. During the 1960s, an expanding base of knowledge arose from the child development and developmental psychology fields that demonstrated the importance of the first few years in the child's development.

An upsurge in interest in providing enriching educational opportunities to disadvantaged children also developed during this time. Through federal programs such as Head Start, policymakers demonstrated a commitment to providing compensatory education programs to alleviate the social, economic and educational deprivation of disadvantaged children in order to enable them to compete successfully in school with their more affluent middle class peers.

Since the 1960s, state involvement in early childhood education has increased as an outgrowth of three major factors: 1) the expanding body of research suggesting that preschool programs for poor children may help to ameliorate some of the negative aspects of poverty; 2) an increasing number of children in poverty who could benefit from preschool programs; and 3) a greater emphasis on educational excellence with early childhood education included as part of the education reform movement.

Research Findings. Research suggests that poor children who are "at-risk" for academic and social failure may benefit in the short- and long-term from preschool programs. The findings generally demonstrate that disadvantaged children who attend high quality preschool programs are less likely to need special education, less likely to be held back in school, and less likely to receive welfare as adults. These children also were found to have lower adolescent pregnancy rates and lower delinquency and arrest rates than similar children who did not attend preschool. The children who attended preschool were also more likely to have parents who expressed greater satisfaction with their child's school performance. In addition, these children were more likely to graduate from high school and to have higher occupational aspirations and expectations than poor children who did not attend preschool (2,3,4).

A cost-benefit analysis of preschool programs conducted by the High Scope Educational Research Foundation, an organization that promotes learning and development of children through adolescence, suggests that programs for poor children can have a significant positive fiscal impact on society. High/Scope's analysis indicates that for every $1,000 invested in preschool programs, at least $4,130 (after inflation) can or will be returned to society in reduced costs for such programs as special education, welfare and criminal justice. Increased tax revenue is also generated through higher earnings by this group, once they enter the labor market (5).

Children in Poverty. As research findings increasingly point to the benefits of preschool for poor children, the absolute number of poor children continues to grow. Recent figures indicate that more than one out of every four children in the United States lives in poverty, and only about one-third of these children who are 3- and 4-year-olds are served by preschool or child care programs (1). These statistics suggest that there are substantially more preschoolers who could benefit from early childhood education programs than those who currently are served. This imbalance in the numbers of children in poverty and the availability of preschool programs has also contributed to the states' interest in establishing early childhood education programs.

Education Reform. Some states have begun to look toward early childhood education as a foundation for later learning and academic achievement. Consequently, in a few states, this interest has led to inclusion of early childhood education as part of the overall "educational excellence movement" that has swept the country since the early 1980s.

## STATE ACTION

States have taken a variety of actions toward early childhood education. The programs initiated at the state level differ in their authority, intent, oversight, funding, implementation and program characteristics. Each of these categories is described briefly below.

Legislative Authority. The states included in this survey established early childhood education programs through several different routes. Five states, Florida, Illinois, Louisiana, Oklahoma and Washington created programs through separate legislation; and three states, Massachusetts, South Carolina and Texas, authorized early childhood education programs as part of comprehensive education reform legislation. In Maine, New Jersey and Pennsylvania, early childhood programs operate under permissive legislation. In these three states, public schools may offer programs for 4-year-olds, although they are not required to do so. Four other states and the District of Columbia authorize early childhood education programs as line items in the department of education budgets.

Legislative Intent. State-funded early childhood education programs have been established for several different purposes. In many instances, the programs are targeted to specific groups of children. Programs in California, Illinois, Louisiana, South Carolina and Washington are targeted at low-income disadvantaged children. Generally, these children are considered to be "at-risk" educationally. The intent of early childhood education programs in Texas and Maryland is to improve academic achievement and school performance. Texas' programs are geared toward poor children or those who have limited English language proficiency.

Other states have established early childhood education programs with the intent to improve academic achievement on a broader scale to include all children regardless of disadvantage or academic risk. Programs in Maine, New Jersey, Oklahoma and Pennsylvania were developed to provide early educational experiences to 4-year-olds on a first come first served basis.

Although Ohio funds only three pilot programs at this time, the intent of each is to develop innovative early childhood education programs for pre-kindergarten children.

In some cases, such as Maine, state early childhood education programs were created with the intent to expand or augment already existing programs such as Head Start. Florida also provides state funds to supplement federal programs for preschool-aged migrant children.

Legislative Oversight. Legislative oversight of the state early childhood education programs is formally addressed in only five states. Washington requires a follow-up report to the Legislature from the governor and the superintendent of public instruction after the program's first year of operation. The report is to include recommendations for continuing or expanding the program or recommendations for alternative strategies to promote early childhood development. Florida's statute established a State Advisory Council on Early Childhood Education. This council is mandated to report to the Legislature and the Commission on Education in

January of 1987 and again in January of 1988. The 1987 report is to include information on the availability of training for early childhood education personnel and to include recommendations for training and a career ladder program. The 1988 report is to present data on the availability and need for early childhood education programs and to present a five-year plan. The three states that included early childhood programs in their comprehensive education reform bills also require oversight as part of the overall process.

Informal oversight and monitoring occurs in other ways primarily through the implementation and regulatory process. Such strategies may include program approval and licensing, fiscal monitoring, on-site inspections and mandated teacher qualifications.

Funding. State funding of early childhood education programs varies by the amount of program costs assumed by the state and by the extent that direct or in-kind local matching funds are required. Funding decisions also reflect policy goals and priorities related to quality and availability of services. Through funding authorization and appropriations, the state sets its priorities by providing early childhood education services to large numbers of children or by providing more expensive, higher quality programs to fewer, more select groups of children.

The total cost of operating an early childhood education program is difficult to determine, and accurate data on program costs are generally unavailable. Costs differ substantially from program to program because of several factors, including alternative program models, location of the program (within a school building, within a day care center) and in-kind contributions. Costs usually include such items as staff salaries and benefits, building and maintenance costs, equipment and materials, liability insurance and transportation.

Where data are available, state aid in per pupil expenditures ranges from an average $1,011 per year in Maryland to an average $2,600 per year in New York. In four states, 1985-86 budget allocations were less than $1 million; in five states and the District of Columbia, overall budget allocations ranged between $1 million and $12 million. Five states had budget allocations over $12 million. In some states, budget allocations are made to individual programs, while in other states, such as Maine, the allocation is part of the total school budget.

In California, Florida, Illinois, Maine, Massachusetts, Michigan, Ohio, Oklahoma and Washington, state funds for early childhood education programs are distributed to local programs through a grant proposal process. In these states, public schools or other appropriate agencies apply directly to the state fiscal agency administering the funds. Proposals are evaluated on their compliance with stated program guidelines and requirements. In most cases, grants are awarded on a competitive basis. The breadth of the population served across the state depends greatly on the number of programs that can be funded by the overall state budget allocation, as well as the limits that are set on the amount received by any one competitor.

The other states surveyed, including Pennsylvania and New Jersey, distribute funds to early childhood education programs using a standard formula for public school aid or other specified costs and allocate state funds directly to the local schools.

Some states require a local or federal match for early childhood education programs, and others restrict the use of state dollars to specific program elements. Michigan requires a 30 percent local match, while New York requires a minimum 11 percent local match. Maryland's state dollars are limited to staff salaries and

staff overhead costs, with additional expenses to be covered by local or federal Chapter I funds. Conversely, Ohio's state dollars cannot be used for personnel costs. Prior local commitment to early childhood education programs is required in Maine and Pennsylvania. Maine provides for a subsidy allocation "rollover" procedure in which the local district funds the program entirely for the first two years before partial state reimbursement takes effect. Similarly, Pennsylvania's local districts must fund their early childhood education programs entirely the first year with state aid provided during succeeding years.

Implementation. All of the state early childhood education programs, with the exception of Washington's, are administered by the state department of education. The department of education is responsible for regulating, monitoring and funding the programs. Curriculum standards are established either at the state level or by local school districts, and the programs are generally operated in the public schools. In Washington, the Department of Community Development administers the early childhood education programs.

The data from this survey suggest that the department of education usually has jurisdiction over early childhood education programs, since the programs are being integrated into the formal learning process. This does not mean that pre-kindergarten early childhood education programs in the schools are designed as elementary classrooms with elementary-style academic curriculum adapted to 4-year-olds. These programs are generally developed to meet the unique needs of pre-kindergarten children with a developmental, rather than a strictly academic, focus.

Incorporating early childhood education programs into the public schools increases the accessibility of the programs and legitimizes their value in the overall structure of public education. Furthermore, the department of education has established procedures in place that can ensure statewide program standards and uniform methods for certifying early childhood education teachers. In some cases, the programs are easily introduced into the schools at low overhead cost because of available space.

Although implementation is, in most cases, under the direction of the department of education, there is a growing trend toward interagency involvement in various phases of program development and oversight. Many states mandate involvement of human services agencies in this process, primarily in relation to program licensing, operation and curriculum standards. In Michigan and California the early childhood education programs are licensed by the social services departments and operate under department of education requirements. Massachusetts' programs are required to meet licensing standards for child day care centers established by the Massachusetts Office for Children, as well as state board of education standards.

In Ohio and South Carolina early childhood education programs are subject to day care licensing standards if the programs are longer than half day, as a result of court action. Illinois' programs in the public schools will not be exempt from licensing as child day care centers. Washington's programs are required to meet child day care licensing standards set by the department of social and health services, as well as department of community development funding criteria.

The trend toward interagency involvement also extends to site location of the programs. In half of the states surveyed, including Louisiana, New Jersey and Oklahoma, state sponsored early childhood education programs must be operated by and located in the public schools. In the other half of the states, such as California, and Illinois, early childhood education programs may be operated by other agencies

and nonprofit organizations that contract directly with local school boards or the state administrative agency.

For the most part, program curriculum standards are addressed by the state administrative agency with much local discretion and variation. Washington's statute, however, requires an interdisciplinary state advisory committee to set statewide guidelines for program curricula.

Interagency involvement has been supported in the states for several reasons. Proponents of this approach suggest that it encourages open and interdisciplinary input from professionals from the education, child development, Head Start and child care communities in the development and oversight of these programs. This input is said to help avoid duplication of services and to encourage diversity in early childhood education programs.

Interagency involvement also may affect cost and accessibility issues. For example, by contracting with currently operating child development centers to offer the early childhood programs, additional start-up costs, space and maintenance costs will be minimized. Often, there is no space for these programs in schools. Furthermore, it is suggested that early childhood education programs could be more readily integrated into extended day child care programs to meet the educational needs of the child as well as the child care needs of working parents.

In many states, there is an overwhelming shortage of certified early childhood education teachers to work in these newly established programs. Some of the staff shortages may be alleviated by drawing from the pool of qualified teachers trained to teach young children in day care centers and nursery schools. Interagency cooperation may contribute to nontraditional ways of developing educational programs for this new population of young pupils.

Program Characteristics. In nearly half of the states surveyed, early childhood education programs are operated exclusively by the public schools. Other states allow for other agencies to contract for early childhood education programs. Through statute and regulation, several common program elements are specified in the state early childhood education programs. These elements include definition of the population to be served, parental involvement, teacher qualifications, daily session length, class size and staffing ratios.

- Population Served. The population of children to be served in each state is determined using three general criteria: "at-risk" (disadvantaged), age and low achievement. For example, California, New York and Washington limit program participation to "at-risk" children. Texas further defines eligibilty to include "at-risk" low-income children with limited English language proficiency.

Several states, including Maine, Ohio and Pennsylvania, determine eligibility by the child's age. Program participation is established on a first come first served basis. Programs in Maine and Pennsylvania serve 4-years-olds, and programs in Ohio serve 3- and 4-year-olds.

In Maryland, schools may receive funding for early childhood education programs based on low student achievement. Schools are selected for early childhood education funds if a specific number of third grade children in the attendance area scored at least six months below the norm on California Achievement Tests. Geographic distribution is also taken into account in awarding early childhood education funds in Maryland.

By 1988, Florida's programs will be expanded beyond pilot programs. All school districts in which half of the children are economically or educationally disadvantaged will be eligible to apply for early childhood education program funds.

• Parental Involvement. The majority of state early childhood education programs require some form of parental involvement. Washington's programs require parental participation at a level no less than that of Head Start programs, which includes home visits and parent involvement in the classroom when possible. Some of Michigan's programs are designed so that children are in class four days a week, and parent activities are scheduled on the fifth day. In states without statewide parental involvement requirements, the degree and nature of parent participation varies locally.

• Teacher Qualifications. In 11 of the states surveyed, early childhood education teachers employed in the state programs must be certified. In all of these states, except California, teaching certificates are issued by the state education agency. California's certificates are issued by the California Commission on Teacher Credentialing.

Maine and Michigan do not have specific early childhood education certification. These states accept elementary certification for teachers in their early childhood programs. Massachusetts is developing an early childhood board of education teaching certificate and, in the interim, honors an office for children child day care center certificate.

Other states use different strategies to ensure that teachers are qualified for the early childhood education programs. Illinois offers two options: teachers are considered qualified if they hold an early childhood education certificate from the board of education, or if they meet the qualifications established by the Illinois Department of Children and Family Services for a child day care center director. South Carolina also has a dual qualification system. In South Carolina teachers are considered qualified if they have a department of education teaching certificate or a bachelor's degree in child development.

Ohio and Washington do not require teaching certificates, but consider teacher qualifications in the grant approval process. In Washington, teachers in center-based programs must hold either a child development associate (CDA) credential or an associate's or bachelor's degree in child development or early childhood education.

Florida requires child care workers to complete a 20-hour course conducted by the Department of Health and Rehabilitative Services and requires that supervisors have a child development associate (CDA) credential or the equivalent. Directors of Florida programs must have college degrees in early childhood education or the equivalent.

• Daily Session Length. In the majority of states, early childhood education programs operate on half-day schedules, with programs in California, South Carolina and Texas restricted to half-day sessions. Some states, including Florida and Louisiana, offer full day sessions.

• Class Size. In most states class size is limited through statute or regulation. Class size affects program cost and quality, with research findings suggesting 15 as the optimum number of children per class and an acceptable maximum of 20 (6). Most states have set class size at 20 or less for early childhood education programs. New York, however, limits class size to 15.

• Staffing Ratios. In large part, child-staff ratios affect the ability of the programs to provide stimulating and enriching learning experiences for children. Requirements for state early childhood education programs range widely from two staff per 15 children in New York to one teacher for every 25 children in New Jersey. Most states, including Maryland, Oklahoma and South Carolina, require one staff to 10 children. Seven states, including California and Washington, require ratios less than one to 10. Three states, Illinois, Maine and Pennsylvania, have no specific requirements.

**POLICY CONSIDERATIONS**

From the experiences of the states surveyed and from the information available in the research literature, several policy issues are important for states to consider in establishing or expanding early childhood education programs.

• If the intent of early childhood education programs is to achieve the positive short-and long-term effects demonstrated in the research findings, state programs must reflect the high quality that was evident in the programs included in the research studies. Consideration of such components as teacher qualifications, strong teacher-child ratios, small group size and parental involvement is important.

• Early childhood education programs, whether located in the schools or in other settings, need to be designed with the developmental needs of 3- and 4-year-old children in mind. More formal educational programs for older children are inappropriate for this age group.

• The timing of implementation is crucial to program success. Adequate lead time for planning and incorporation into the schools (or other settings) is essential. Securing adequate funding is also critical before implementation begins.

• To meet teacher shortages for early childhood education programs, alternatives to traditional certification procedures may be explored.

• It is important to consider effective integration of early childhood education programs into communities. The possibility of incorporating early childhood education programs into local child day care systems can be considered to address the child's educational needs and the parent's child care needs in an efficient and cost-effective way.

**CONCLUSIONS**

Throughout the country, states are increasingly demonstrating interest in establishing early childhood education programs. This interest affirms the importance of the early years in the child's development, demonstrates a recognition of the value of enriched educational experiences for children "at-risk" academically, and indicates the states' growing commitment to enhancing the quality of education from the child's earliest years. State legislative interest in early childhood education programs also demonstrates a proactive stance toward long-term increases in achievement and productivity for the youngest generation in our nation, which will increasingly benefit the children, their families, the states and the economy.

## REFERENCES


1. Children's Defense Fund. A Children's Defense Budget. Washington, D.C., 1986.

2. Schweinhart, Lawrence J. The Preschool Challenge. Ypsilanti, Michigan: High-Scope Education Research Foundation, 1985.

3. Consortium for Longitudinal Studies. Lasting Effects After Preschool, Final Report. Washington, D.C.: U.S. Government Printing Office, 1978.

4. _____. Persistence of Preschool Effects: Status, Stress and Coping Skills, Final Report. Washington, D.C.: U.S. Government Printing Office, 1981.

5. Breedlove, Carolyn, and Schweinhart, Lawrence J., "The Cost-Effectiveness of High Quality Early Childhood Programs," A report to the Southern Governors' Conference, Hilton Head, S.C., July 26, 1982.

6. Roup, Richard; Travers, Jeffrey; Glantz, Frederic; Coelen, Craig. Children at the Center Summary Findings and Their Implications. Cambridge, MA: Abt Books, 1979.

APPENDIX A

## STATE-FUNDED EARLY CHILDHOOD EDUCATION PROGRAMS

| | CA | DC | FL | IL | LA | ME | MD | MA | MI | NJ | NY | OH | OK | PA | SC | TX | WA |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **LEGISLATION AND FUNDING** | | | | | | | | | | | | | | | | | |
| A. Enacting legislation or other authority | | | | | | | | | | | | | | | | | |
| -Separate pre-k legislation | | | * | * | * | | | | | | | | * | | | | * |
| -Comprehensive education reform law | | | | | | | | * | | | | | | | * | * | |
| -Education agency budget appropriation | | * | | | | | * | | * | | * | * | | | | | |
| -Other (Note 1) | * | | | | | * | | | | * | | | | * | | | |
| B. Intent | | | | | | | | | | | | | | | | | |
| -Serve children at-risk | * | | * | * | * | | | | * | | * | | | | * | | * |
| -Provide early education program | | * | | | | * | | | | * | | | * | * | | | |
| -Improve academic achievement/school performance | | | | | | | * | | | | | | | | | * | |
| -Develop innovative programs | | | | | | | | * | | | | * | | | | | |
| C. Total 1985-86 budget allocation (Note 2) | | | | | | | | | | | | | | | | | |
| -Over $12 million | * | | | * | | | | | | | * | | | * | | * | |
| -$1 million to $12 million | | * | | | * | | * | | * | | | | | | * | | * |
| -Less than $1 million | | | * | | | | | * | | | | * | * | | | | |
| **SYSTEMS FOR IMPLEMENTATION** | | | | | | | | | | | | | | | | | |
| A. Program start-up date (Note 3) | | | | | | | | | | | | | | | | | |
| -1965 to 1970 | * | * | | | | | | | | | * | | | * | | | |
| -1979 to 1986 | | | * | * | * | * | * | * | * | | | * | * | | * | * | * |
| B. Must meet both child day care licensing standards and education agency regulations (Note 4) | * | | | | | | | * | * | | * | * | | | * | | |
| C. Program operation | | | | | | | | | | | | | | | | | |
| -Operated by public schools only | | * | | | * | | * | | * | * | | * | * | * | | * | |
| -May be contracted out | * | | * | * | | * | | * | | | * | | | | * | | * |

**NOTES**

1. In Maine and New Jersey kindergartens for 4-year olds are allowed by permissive legislation. School codes of California and Pennsylvania authorize programs.
2. Appropriations in Maine and New Jersey are part of the total school budget, and are not made as a separate program budget.
3. Information unavailable for New Jersey.
4. In the following states dual standards are conditional: New York if contracted out by public schools to other agencies; Ohio if sessions are longer than four hours; and South Carolina if full day. Washington's standards are set by the Department of Community Development.

## STATE-FUNDED PRE-KINDERGARTENS

| | CA | DC | FL | IL | LA | ME | MD | MA | MI | NJ | NY | OH | OK | PA | SC | TX | WA |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **PROGRAM CHARACTERISTICS** | | | | | | | | | | | | | | | | | |
| A. Child eligibility criteria (Note 1) | | | | | | | | | | | | | | | | | |
| -At-risk developmentally | | | | * | * | | | | * | | | | | | * | | * |
| -Low-income | * | | | | | | | | | | * | | | | | * | |
| -Age only (younger than kindergarten) | | * | | | | * | | | | * | | * | * | * | | | |
| -Open to all within eligible school area | | | | | | | * | * | | | | | | | | | |
| B. Parental component required (Note 2) | * | * | * | * | | | | * | * | | * | | * | | * | | * |
| C. Class size (Note 3) | | | | | | | | | | | | | | | | | |
| -Maximum of 20 | | | | | | | * | | * | | | | * | | * | | |
| -Maximum less than 20 | | | | * | | | | | | | * | | | | | | * |
| -Maximum of 25 | | | | | | | | | | * | | | | | | | |
| **STAFFING** | | | | | | | | | | | | | | | | | |
| A. Staff-to-child ratio (Note 4) | | | | | | | | | | | | | | | | | |
| -1 to 10 or less | * | * | | * | | | * | | * | | * | | * | | | | * |
| -1 to 15 or more | | * | | | * | | | | | * | | * | | | | * | |
| B. Teacher qualification granted with education agency certificate (Note 5) | | * | | * | * | * | * | | * | * | * | | * | * | * | * | |

**NOTES**

1. In Oklahoma eligibility is linked to program proposal. Texas' students must be low-income or unable to speak or comprehend English. In Florida eligibility varies from site to site.
2. Varies among local districts in Illinois, Louisiana, Maryland, Michigan and New York. Information unavailable for Pennsylvania.
3. Not regulated in California, Louisiana, Maine or Pennsylvania. Determined by staff/child ratio and room size in South Carolina. Standards are being developed in Massachusetts and Ohio. Florida recommends group size but does not require it.
4. Not regulated in Maine and South Carolina. Information unavailable for Pennsylvania. Standards are being developed in Massachusetts. D.C. ratios are one to 10 for full day and one to 15 for half day programs. Florida recommends but does not require ratios.
5. Qualifications are part of the funding proposal in Ohio and Washington. Illinois child care center director qualifications are optional. In South Carolina, child development degree is optional. Massachusetts' certificate not yet developed; child care teacher certificate used in interim. In California, the California Commission of Teacher Credentialing certifies. Florida requires teachers to complete a 20-hour course conducted by the Department of Health and Rehabilitative Services. Supervisors must have a Child Development Associate or equivalent, and directors must have a bachelor's degree in early childhood education or the equivalent.

Appendix B

## STATE IMPLEMENTATION OF EARLY CHILDHOOD EDUCATION PROGRAM

| State | Number of Programs Funded | Number of School Districts with Programs | Number of Children Served |
|---|---|---|---|
| CA | N/A | N/A | 19,000 |
| DC | 120 | N/A | N/A |
| FL | 8 | N/A | N/A |
| IL | 100 | N/A | N/A |
| LA | 50 | 37 | N/A |
| ME | N/A | N/A | N/A |
| MD | 55 | N/A | 2,225 |
| MA | 39 | N/A | N/A |
| MI | 23 | N/A | N/A |
| NJ | N/A | 93 | 6,029 |
| NY | N/A | 75 | 9,300 |
| OH | 3 | N/A | 120 |
| OK | 34 | N/A | 1,400 |
| PA | N/A | N/A | N/A |
| SC | N/A | N/A | 6,500 |
| TX | 405 | N/A | 34-35,000 |
| WA | 12 | N/A | 1,000 |

## National Conference of State Legislatures
## Children, Youth, and Families Program

The Children, Youth, and Families Program of the National Conference of State Legislatures (NCSL) is designed to meet the needs and interests of state legislatures in developing policy and programs related to children and families. The following services are available at no cost to legislators and staff:

- information clearinghouse
- research assistance
- publications
- technical assistance.

Technical assistance includes testimony at committee hearings, briefing sessions for state legislators and their staffs, and actual bill drafting and analysis. Resources and expertise are provided by NCSL staff, national experts, and legislators.

### Program Areas

Child Care/Early Childhood Education. The project is a joint effort of two NCSL programs: The Children, Youth, and Families Program and the Education Program. Funded by the Carnegie Corporation of New York, the project brings together legislators who work on child care policy development, typically the human services committee or its equivalent, with legislators who are concerned with education policy development, the education committee. Considering state needs and current research, the project assists state legislators in comprehensive program planning suitable for the individual state's policy goals.

Child Support and Paternity. There are over one million divorces each year--half of them affect children. For these children, state laws protecting their rights in custody, visitation, support, and paternity are vital. Child support enforcement is a cost-effective approach to assisting dependent children. Federal law requires that each state establish a child support enforcement program. Each program receives 66 percent of its funding from the federal government. The NCSL Child Support Enforcement Project, under contract with the federal Office of Child Support Enforcement, offers services to assist states in complying with P.L. 98-378.

Child Welfare. Through a grant from the Edna McConnell Clark Foundation, the Child Welfare Project assists state legislators in improving state child welfare systems. State child welfare systems are the primary means by which states meet the needs of abused and neglected children. Foster care, or out-of-home placement, is the most expensive form of child welfare service and the most traumatic for the child. Consequently, many states are exploring service alternatives. Services to prevent out-of-home care, to reunify families, and to provide adoption and other placement activities have become major components of the child welfare system. Technical assistance is available in these and other areas aimed at assisting states in complying with the federal Adoption and Child Welfare Act.

For more information, contact Candace Romig, National Conference of State Legislatures, 1050 17th Street, Suite 2100, Denver, Colorado 80265, (303) 623/7800.